INDIAN EDUCATION

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AIFEA SEMINAR, SRINAGAR

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AIFEA PUBLICATION

INDIAN EDUCATION

JOURNAL OF

THE ALL-INDIA FEDERATION OF EDUCATIONAL ASSOCIATIONS

THIS JOURNAL is the official organ of the ALL-INDIA FEDERATION OF EDUCATIONAL ASSOCIATIONS. It is published monthly. The AIFEA was founded in 1925 and today it has 55 national and state associations of teachers and educators affiliated to it, with a membership in the neighbourhood of 400,500. The AIFEA is affiliated to the WORLD CONFEDERATION OF ORGANIZATIONS OF THE TEACHING PROFESSION.

THE OBJECTIVE is to afford an educational forum for administrators, teachers, parents, social workers, psychologists, psychiartists and all those interested in the liberal education at all levels-viz., Infant, Primary, Secondary, Technical, Vocational and University—so as TO SUPPLY STIMULI TO INVENTIVE THOUGHT AND CONSTRUCTIVE ACTION.

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INDIAN EDUCATION

JOURNAL OF THE ALL-INDIA FEDERATION OF EDUCATIONAL ASSOCIATIONS

Editor: E. W. FRANKLIN

VOLUME IV | SEPTEMBER, 1965 | No. 9

Editorial

THIS number contains the working paper on the *Minimum Scales of Salaries for Teachers* prepared for the AIFEA Seminar which was held at Srinagar from June 2 to 6. Lately the question of teacher's pay has been brought to the forefront by countrywide movement by teachers at all levels, namely, primary, secondary and university, demanding improvement in their emoluments. In April 1965 number some description of this movement was given along with the discussion that took place in the Parliament on the calling attention notice by the President, Professor D. C. Sharma.

It is recognized on all hands that teachers are poorly paid and everybody seems to be agreed that their economic status should be placed on a better footing. The trouble starts when the problem is faced in reality. It seems impossible on the face of it to find the additional financial resources to foot the heavy bill required to raise the emoluments of lakhs of teachers by only a fractional percentage.

The biggest source of financial support for schools and colleges is derived from State funds. At the school stage the income derived from fees during 1963 amounted to 17·1% of the total expenditure on education. The Central as well as the State Governments are increasingly adopting the policy

of extending free education in schools and colleges and providing numerous concessions, free and half tuitions. Such a policy is bound to result in a further diminution of income from fees.

In this country private enterprise maintains a large number of high schools and colleges. The resources of the society maintaining these institutions are very limited. The increased taxation, the disappearance of zamindars, the dwindling profits of merchants and industrialists, now make it difficult to find funds from private resources to maintain institutions. Since the government is committed to a welfare policy, it is incumbent upon it to ensure first and foremost the welfare of the most vital component in the educational system, namely, the teacher.

The Srinagar Conference consideared this problem from various points of view. It tried to look at it from the wider angle of the educational programme needed for the country. Taking into account all relevant factors the Seminar has urged that the minimum basic salary of a teacher must be Rs. 175.

As we have pointed out earlier in the April number, it is now the task of teachers' organizations to pursue this matter and to frame realistic and practical proposals demanding fair wages and to suggest at least tentatively how the additional resources may be met.

Included in this number is a thoughtful article by Mr. Austin A. D'Souza on *'Education for Emotional and National Integration'*. This was one of the subjects considered at the Srinagar Seminar. The suggestions offered in this article are highly practical. It is hoped that some teachers' association may take up this subject for closer study and make their findings available to others. A brief life sketch of the late *Rt. Hon. V. S. Srinivasa Sastri* is also included. The author P. Kodanda Rao was an intimate colleague of Mr. Sastri and this personal account of the great educationist will, no doubt, be read with interest and profit.

Two short contributions from two students embody the practical angle to the problems of *examination and home work*. They are refreshing in as much as they are original and realistic.

ESTABLISHMENT OF A MINIMUM NATIONAL SCALE OF SALARIES FOR TEACHERS

by E. W. FRANKLIN, *Executive Secretary, AIFEA.*

1. *Need for a National Scale* : For many years past there has been a continuous movement on the part of teachers for improvement in their salary scales. Everyone, the teacher, the citizen, the manager and the government, seems to be convinced that the existing scales of salaries of teachers are extremely poor. While the same platitudes about the teacher being the member of a noble profession are being repeated time and again, nothing substantial has been done to bring about any material improvement in their economic status.

Important committees and commissions have repeatedly stressed the need for improving the salary scales, conditions of service and economic security of teachers. *The International Team in their Report on "Teachers and Curricula in Secondary Schools"* (*1955*) observed—"The salaries of Indian teachers are lower than those of persons of similar qualifications in other profession. Their disadvantages in this respect are greater than in the other countries we have visited. There is, to be sure, both in Europe and in the United States, some gap between what teachers receive and the rewards of equally qualified persons in other occupations, but this gap is smaller than in India and more easily bridged by the other attractions which the profession offers."

The Committee on Emotional Integration (*1952*) stated—"It is futile to expect in these days of acute economic struggle that the teacher should be a dedicated being, content with starvation rations when he, like his compatriots in other and more lucrative walks of life, has to think of his family and how best he can provide for them.

The various measures recommended for improving the emoluments of all types of teachers are too well-known to need any repetition here. Inspite of all these recommendations

the salaries of primary and secondary school teachers continue to be pitifully low. The present salaries of teachers do not compare at all favourably with those which obtain in many other occupations or professions requiring similar or even less qualifications.

In any event it is of the utmost importance for the Central Government as an earnest of its desire to help the State Governments in improving the emoluments of teachers, to insist on a *national minimum scale.* We are convinced that nothing short of this step will ensure the recruitment of suitable teachers for the country's schools. We recommend that a *Pay Revision Committee* consisting of representatives from the Planning Commission, the Ministries of Education and Finance and representatives from the teaching profession should be immediately set up to work out the full financial implications and operative details of implementing such a scheme with the help of similar sub-committees at State level, if necessary. We urge that this work be completed as expeditiously as possible."

Recently (February 1965) this question was raised in Parliament. The Education Minister stated that although the Central Government was prepared to contribute its own share, namely, 50% of the additional cost towards the improvement of teachers' salary, the State Governments pleaded inability to meet their share of the cost. There is no hope of the States ever finding the necessary funds on the basis of their present plans and projects, They will have to give the first priority in all their educational plans to the introduction of better and uniform pay scales for teachers.

Primary and secondary school teachers serve under three different managements (a) government (b) local bodies (c) private organisations. Salary scales of teachers for these three categories differ greatly. Teachers in government service are by and large fairly well paid and they also receive pension. Teachers in local body schools often receive lower remuneration than those in government schools but their salaries generally are lower than for teachers in government or local body schools.

Within the same State there are wide variations in the salary scales of teachers particularly in respect of municipal, district boards and private bodies. As early as in 1955-56 the

Planning Commission recommended that each State may consider bringing elementary school teachers in the State into its own service in appropriate cadre. This would enable teachers to receive uniform remuneration. The proposal was examined by the Ministry of Education and the State Governments and it was felt that it was not possible to give all elementary teachers the status of employees of the State governments. This decision would have meant that elementary education would be administered directly by the State governments. Besides private elementary schools have a constitutional right to exist and they play a very important role in some of the States.

The establishment of a minimum national scale of salaries implies no change in management and control of teachers. Such a scale is necessary in order that (a) teachers throughout the country receive the barest minimum remuneration (b) the disparity in regard to salaries prevailing under different managements in States and regions are removed There is no reason whatever why a national scale of salary should in any way effect the existing arrangements in regard to control and management of schools. Therefore the argument that such a scale cannot be operated unless all schools become the responsibility of the governments, is not valid.

2. *First Priority in Planning to Teachers' Salaries* : The Central and State Governments and the Planning Commission must take up the attitude of providing the necessary resources in their plans by giving the highest priority to this subject. At present such planning places emphasis on expansion of education in all spheres. Besides considerable allotments are made for all types of new fangled experiments and projects which can wait for better times. If we are determined to ensure substantial and minimum education for as many children as possible and stop friterring away our resources on all kinds of new experiments and academic and fruitless research, considerable sums can be saved which can be utilized for effect improvement in teachers' salaries. There is no need to set up any enquiry commission to find out what ought to be done. Action can be taken immediately on the basis of available data in regard to the service conditions of teachers in different States and in different types of schools and one can straightaway work out the cost of equalizing the pay scales.

This is not a problem for which a solution is impossible. If realistic and practical approach is adopted and a determined effort is made to evolve a minimum national scale for all types of teachers, this can be done immediately. It is no use deferring the decision to a distant future when the financial resources can be more readily available; for the fact of the matter is that such a date will never arrive. Action is required here and now.

3. *Minimum National Scale—The First Charge on Educational Finance :* The AIFEA wishes to emphasise the fact that the first charge in all types of educational provision must be the teacher and his salary. In computing educational costs this is always taken into consideration but what the AIFEA wants to stress is the fact that the national scale must be provided in all such costs. No school or college has a right to come into existence or to continue if it is unable to provide this minimum scale for its teachers. This is the first fact which must be recognized. The Federation would like to set its face against any attempt towards uncontrolled educational expansion which pays teachers less than subsistence cost and it would urge upon all authorities–Central, State and Boards of Education—to insist upon requiring all institutions to provide this national scale for its teachers.

4. *Determination of National Scales :* In determining the minimum national scale of salary we must proceed on a scientific basis and arrive at figures which are at once *feasible and realistic in the given circumstances.* One can, of course, claim that teachers' salaries should compare favourably with those working in other professions such as medicine and law. But this is asking for something which is quite impracticable in the present circumstances. Therefore, the AIFEA wishes to plead the case for the establishment of a national minimum scale on the basis of the actual cost of living and the very minimum requirements of teachers in the matter of amenities of life.

5. *Need Based Minimum Salary* : In determining the national scale we must take into account the basic needs of the teachers. The ILO has laid down that the wages must be regulated in accordance with the needs of the employee. This is true also in the case of teachers.

The minimum salary must provide not merely for the bare

sustanance of life but for the preservation of the efficiency of the teacher and must include therefore provision for some measure of medical requirements and amenities.

The Second Pay Commission, (*1957-59*) laid down "The minimum salary should be determined not merely on economic consideration but should also satisfy a social test. Even above the minimum level the Government should remunerate their employees fairly. The *Report of the Committee on Fair Wages* dealt with the concept of (a) living wage, (b) minimum wage and (c) fair wage. The Committee in paragraph 7 of its report states "the living wage should enable the male earner to provide himself and his family not merely the bare necessities of food, clothing and shelter but a measure of frugal comfort including education for the children, protection against ill health, requirements of social needs and some measure of insurance against more important misfortunes, including old age. A fair wage must obviously provide for the minimum needs but it should also have an upper limit which should be broadly within the capacity of the employer to pay."

The most authoritative announcement on the principles of fixing a minimum wage in India is the resolution passed at the Indian Labour Conference at its 15th session held at New Delhi on July 11 and 12, 1957. This Conference accepted that the minimum wage must be "*need based*" and should ensure the minimum human need of workers. It laid down the following norms for determining this wage :

(a) In calculating the minimum wage, the standard working class family should be taken to comprise three consumption units for one earner, the earning of women, children and adolescents being disregarded.

(b) Minimum food requirements should be calculated on the basis of a net intake of calories as recommended by Dr. Aykroyd for an average Indian adult of moderate activity.

(c) Clothing requirements should be estimated on the basis of a per capita consumption of 18 yards per annum, which would give for the average worker's family of four, a total of 72 yards.

(d) In respect of housing, the rent corresponding to the

minimum area provided for under Government's Industrial Housing Scheme should be taken into consideration in fixing the minimum wage.

(e) Fuel, lighting and other miscellaneous items of expenditure should constitute 20 percent of the total minimum wage.

6. *Determination of Subsistence Living* : In order to determine the minimum national scale of expenditure of an average teacher's family, different items like food, fuel, light, clothing, house rent etc; must be calculated. As regards expenditure on food we adopt the formula enunciated by Dr. W. R. Aykroyd in Health Bulletin Number 23 entitled *Nutritive, Values of Indian Food and Planning of Satisfactory Diet.* Dr. Aykroyd laid down a net intake of 3000 calories as the daily nutritional requirement of an adult. The Indian Council of Medical Research has recently scaled down this intake from 3000 to 2800 and considers 2400 calories as adequate for a man engaged in light work The Committee worked out the following minimum diet for an adult man together with its cash value :

Item of food	*Monthly quantity*	*Rate*	*Total cash value*
Cereals :			
Wheat	10 kilo	Rs. 70/Q	Rs. 7·00
Rice	4 „	Rs. 01·00 kilo	Rs. 4·00
Pulses :	3 „	Rs. 00 80 „	Rs. 2 40
Vegetables	10 „	Rs. 00·75 „	Rs. 7 50
Milk	18 „	Rs. 01·00 „	Rs. 8 00
Sugar	1½ „	Rs. 01·44 „	Rs. 2·88
Oils & Ghee	1½ „	Rs. 03·50 „	Rs. 5 25
Fruits	1½ „	Rs. 03·03 „	Rs. 4 50
Fish & Meat	2½ „	Rs. 03·00 „	Rs. 7·50
Eggs	10 „	Rs. 00·30 each	Rs. 3·00
			Rs. 52·03

The monthly cash value is Rs. 52 for one consumption unit. The 15th Labour Conference suggested that the family should be taken as three consumption units. As such the total expenses on food only are Rs. 156 per month. The expenses on clothing on the basis of the above report are Rs. 144 in a year and as such per month expenses are Rs. 12. Expenditure on housing accommodation is taken at Rs. 25

per month provided it is available on a fair rent fixed by the Government. Thus the total cash value of the three components of the minimum need based salary works out to Rs. 190. According to the same report 20% of the above amount is required to meet the other miscellaneous items of the expenditure including fuel and lighting. After adding an amount of Rs. 28 (being 20% of 190) the total money value of the minimum salary on the basis of norm laid down by the 15th Labour Conference comes to Rs 229, on the current price level.

7. *Cost of Living Index and Rise in Prices* : Owing to the continued rise in the cost of living the real income has deteriorated over the years. In calculating the rise in the cost of living, the year 1949 is taken as the base year with an index of 100. In 1958 on which the above prices are calculated the index was 119. In October 1964 the index stood as 163. Thus there has been a steep rise in the cost of living all round and there has been consequent erosion in the real income of wage earners and salaried employees including teachers. The whole question of living index has been dealt with in Chapter II of the Committee as the *Gadgil Committee* which was appointed by Government of India 1952. This Committee included food articles fuel and lighting, house rent, clothing and miscellaneous items as comprising the real cost of living index. In a big country like India there is a considerable variation in local and regional indices. In big cities like Bombay, Calcutta and Delhi these indices are very high. When the all-India index stood at 157 in September 1964 the index for the state of Maharashtra was 170 and that for Kerala was 164. It must be remembered that the All-India index is prepared on the basis of controlled rates for controlled commodities but for the majority of people these commodities are not always available at these rates.

The Second Pay Commission adopted 1949 as the base year with an index of 100. There has been a phenomenal rise in prices since then and this steady increase has shown no signs of any decline.

For a number of years prices has been showing an upward trend. The situation has, however, taken a turn for the worse in the last two years. From time to time attempts have been made to neutralise the cost of living by the grant of enhanced

dearness allowance but nowhere in the country has this compensated for the fall in the real income.

Since 1958 the rise in consumer price index has been of the order of 33% that is 39 50 points from 119 points to 159 points *The One Man Independent Body* which enquired in to the question of dearness allowance in 1964 has shown that the average expenditure of a middle class family in the salary range of Rs. 500-750 was Rs. 585 in 1958. At 33% rise in consumer price index since then the additional expenditure is Rs. 195. Thus a person drawing Rs. 500 is actually spending Rs. 780; that is, he has a deficit of Rs. 280.

8. *Dearness Allowance* : This is given to compensate for the rise in price level. It therefore is supposed to vary with the changes in price index. The fundamental purpose of dearness allowance is to neutralize the rise in the cost of living. From time to time teachers have received small additions to their dearness allowance in various parts of the country but nowhere has it been on a scale to neutralize completely the rise in the cost of living. The dearness allowance is not a matter of charity nor is it to be given on an arbitrary basis. It is true that the basic factor in dearness allowance is that it should be given at a higher rate to the lower category but the present practice is just the reverse.

9. *Minimum National Scale for Primary Teachers* : In all subseqent paragraphs the existing scales of salary are those which were current on *1. 1. 1963* We have seen that as calculated on the minimum requirements set out earlier this salary amounts to Rs. 229 per month or approximately 2760 per annum at the 1958 level. Since then according to the One Man Independent Body on Dearness Allowance there has been a rise of 33%. This amounts to an additional sum of Rs. 920 per annum. The minimum required today is of the order of 3680 per annum or Rs. 350 per month approximately.

If this salary is given it will involve a very large amount of additional money and there seems no hope of finding this in the present circumstances. The Federation therefore proposes the minimum as calculated above may be allowed not for three consumption units but for only two. This would mean that the three consumption units will not get even the barest sustenance, clothing and shelter but will have

to make do with whatever they get. Calculated thus the monthly salary is Rs. 154 at the 1958 level. At the prevailing cost of living namely, at the price index of Rs. 163 in October 1964 the annual salary would be 2440 or Rs. 200 per month approximately. This then is the barest minimum salary that an elementary school teacher ought to get. As indicated above this already implies cutting out one full member of the family and restricting the teacher's family to only two consumption units. Thus the real economic hardship is not removed even by a grant of salary of Rs. 200 per month. This salary is less than the barest subsistence allowance.

The highest annual salary of a primary teacher is 1140 in Assam and the lowest is 780 in Madras followed by 876 in U. P. Even those getting the highest annual salary, namely, those in Assam are getting a salary which amounts to only 40% of the minimum need based salary.

The following states fall below the annual salary of 1200, that is to say, Rs. 100 per month inclusive of all allowances:— Bihar 840; U. P. 1056; Assam 1140; Andhra Pradesh 1152; Kerala 1164.

The states where the salary is just about 1200 annually inclusive of all allowances are Madras, Mysore, Gujarat, Madhya Pradesh, Punjab and Rajasthan.

The highest annual salary paid to a matric trained teacher inclusive of all allowance is as follows :— Assam 1620; Delhi 1568; Maharashtra 1392; and Orissa 1320.

The Federation proposes the minimum national scale of Rs. 150-10-300. In computing the total earnings of the teacher at the present time and in proposing this scale the basic salary as well as the dearness allowance is taken into account.

10. *Minimum National Scale for Secondary School Teachers* : Taking all factors into account the Federation urges that the minimum scale for teachers working in secondary schools be Rs. 250-500 inclusive of all allowances.

On the basis of the figures as they existed on January 1, 1963 it is seen that only two states, namely, West Bengal and Delhi, had a starting salary over 150. Recently Assam has revised its scales and thus there are three states which give a

start of over 150. The lowest basic salary is in Maharashtra where a trained graduate starts on Rs. 80. Of course, the dearness allowance is 60-80.

Salary of Trained Graduate Teacher as on 1. 1. 1963

Andhra Pradesh	:	130-250+DA 10-20
Assam	:	200-600+DA 15%
Bihar	:	150-300+DA 25%
Gujarat	:	120-300+DA 45-70
Kerala	:	150-250+DA 45-77
Madhya Pradesh	:	150-290+DA 10-30
Madras	:	140-250+DA 15-30
Maharashtra	:	80-200+DA 60-80
Mysore	:	130-250+DA 10-20
Orissa	:	115-220+DA 10-20
Punjab	:	110-250+DA 40-85
Rajasthan	:	115-250+DA 10-20
Uttar Pradesh	:	120-300+DA 33-40
West Bengal	:	160-295+DA 35-50
Delhi	:	170-380+DA not known

11. *Finding the Additional Resources Needed* : The above proposals necessarily imply a large additional financial provision in the matter of salaries. The governments would certainly find it difficult to meet this burden. The resources of the Central Government are not inexhaustible and the demand put forward may be thrown out just because it is too idealistic and takes no note of the prevailing circumstances. The following steps may be considered for obtaining additional resources :

(i) *Income from Tuition Free* : The nation is committed to the provision of more and better facilities for education. We have declared ourselves as a welfare nation based upon socialistic pattern. But the price of development has to be paid. No improvement is possible without financial resources. In our anxiety to promote welfare activities in the field of education we are tending to abolish tuition and other fees in all types of institutions and for many categories of pupils. We seem to feel that the parent cannot bear the cost of educating his children. In the pursuit of universal primary education we are following the practice of advanced countries in making it completely free throughout.

The Federation feels that education must be regarded

as a service and should be paid for. It is the only valid principle on which a sound educational system can be built. It is fruitless to prepare ambitious plan for betterment of education and for the expansion of existing facilities if at the same time we take no steps to find the resources for these purposes.

Suggestions have been made that some form of educational cess should be levied. In a big country like India it will be very difficult to collect such a cess. There will be defaults and arrears. The only sure and safe mothod is to charge fees. For political reasons and in their anxiety to enlist public support and goodwill States and even the Centre have adopted an attitude of charity in education. All types of educational facilities are being provided at small, negligible or even no cost at all.

It may be argued that all developed countries have promoted welfare activities in education, that is to say, they have adopted universal free elementary education. In many countries such as USA all secondary education and all university education in State universities is free. Therefore, it is felt that India would be taking a retrograde step in imposing tuition fees in its educational institutions. It must be remembered that this argument is somewhat specions. In the USA every citizen pays an education rate. Similary in England all local authorities impose an education rate. Their income from these is quite high and hence big programmes of education can be supported by it.

All types of service which a citizen enjoys have to be paid for. It is only then that the value and importance of these services is realized. All who use water, electricity, roads etc, pay for these services in one form or the other. It is misplaced charity to regard education as a gift for which no payment is needed. For one thing this reduces the value of education in the eyes of parents and teachers and on the other hand it considerably restricts educational income. While the Federation would not like to recommend an unrestricted rise in fees it nevertheless is of the view that at least the current tuition fees must be paid by everyone. It may even be considered whether certain type of pupils who are exempted from tuition fees ought not to pay. The Federation sees no reason why institutions should not be permitted to charge higher fees up to ceiling of 50% of the standard rates.

(ii) *Restricting the Plan Project to Essential Items* : The Federation would like to urge upon the Central and State Governments and the Planning Commission to consider carefully each project suggested for inclusion in the plan. The country is desperately short of resources and we must ensure that in education every rupee invested guarantees at least the same return. At present we embark upon several new projects, experiments and programmes on which quite a deal of money is spent. Apart from this, numerous changes are made in the duration, content, organization and administration of education. A number of these have no substantial justification. Here again money can be saved. The Federation feels that if an earnest attempt is made to assess carefully and critically every planned project and to include only such as lead to the essential minimum education at all stages, a good deal of money can be saved for development of better projects and ensuring a satisfactory and contented service for education where teachers will be remunerated at least on the basis of the barest minimum requirements. The task is neither impracticable nor impossible.

SUMMARY

1. The minimum proposed scale is *need based* on the criteria of subsistence living laid down by the 15th Indian Labour Conference (1957) and the Second Pay Commission (1957-59). It is further based upon the Committee on Fair Wages to determine (a) Living wage; (b) Minimum wage; (c) Fair wage.

2. It takes into account the cost of living index and the rise in prices and the criteria adopted for these are based upon the Gadgil Committee (1952), the One Man Independent Body on Dearness Allowance (1964).

3. A uniform national scale is absolutely necessary in order to guarantee fair remuneration to teachers all over the country. At present primary and secondary school teachers are paid salaries which have wide variations in respect of managements under which they work, namely (a) Governments, (b) Local Body, and (c) Private.

Large disparities also occur in respect of various States and regions.

4. The need based salary is computed for three consumption units. In view of the large additional expense involved in basing the minimum salary on this criterion, the Federation has calculated it on the basis of two consumption units only.

5. The minimum national scale proposed for primary school teachers is Rs. 150-300 inclusive of all allowances. In metropolitan and other cities which are classed 'A' it is proposed that the cost of living allowance should be not less than 25% of salary.

6. The minimum national scale proposed for secondary school teachers is Rs. 250-500. In metropolitan and other class 'A' cities the cost of living allowance of 25% should be added.

REPORT OF THE AIFEA CONFERENCE OF REPRESENTATIVES OF STATE TEACHERS' ASSOCIATIONS

Srinagar, June 2-6, 1965

by H. A. UMBRANIKAR, *General Secretary, Maharashtra State Federation of Headmasters' Association* (*Recorder*)

THIS Conference was called in persuance of the decision of the AIFEA Council held on February 21, 1965. It was convened to consider some of the current problems in education with particular reference to :

(i) the establishment of minimum national scales of salary for teachers ;

(ii) procedure for the presentation of views of AIFEA to the National Education Commission ; and

(iii) procedure for formulating the views of the Federation on the Fourth Five Year plan and their presentation to the Planning Commission and the Ministry of Education.

The dates of the Conference overlapped those of the State Ministers' Conference which was also held at Srinagar. This conference was followed by meetings of the Directors and Secretaries of Education. Thus the participants had a good opportunity to come in contact with their respective ministers and education officials and to establish useful relations with them.

By courtesy of the Principal, Shri Pratap College, Srinagar, the Conference was held in the premises of his college. The Principal extended every assistance and co-operation in providing comfortable conditions for the deliberations of this Conference.

Mr. B. R. Desai acted as Chairman.

A working paper on "Minimum National Salary Scales for Teachers" was prepared by Mr. E. W. Franklin, Executive

Secretary AIFEA. He took into consideration several reports of important committees and commissions appointed by the Government from time to time and also the reports of the International Team. All these committees and commissions have repeatedly stressed the need for the improvement of salary scales, conditions of service and economic security of teachers. The working paper included statistical figures giving a comparative study of the existing emoluments of teachers at different levels. He also pointed out in his working paper that the salaries of Indian teachers are lower than the salaries of those with similar qualifications in other professions.

The Conference considered the following main topics :

I. Improvement of Teachers' Emoluments

The Conference was of the view that improvement in teachers' emoluments can only be effective if a due share of national income is devoted to education. It was felt that at least 6% of national income should be set aside for education and that the States should devote at least 20% of their budgeted expenditure to education. It was considered essential that of the total recurring expenditure on education 70% should go towards the salaries and emoluments of the teachers.

In order to ensure a satisfactory living wage for teachers at all levels it was decided that there should be minimum national uniform scales throughout the country with additional living allowance in metropolitan and bigger cities. For every 10 point rise in the living index over 470 Rs. 10/- should be added to the salary.

After considering all aspects of the minimum subsistence needs of a teacher, the Conference decided that no teacher in any part of the country should get less than 175 per month as salary. The following national scales are recommended :

Assistant Teachers :

Non-graduate trained teacher	175—300
Trained graduate teacher	250—500
Trained post-graduate teacher	300—600
M. A. Pass and B. A. Hons. trained teacher ...	350—700
M. A. II class, B. A. I class trained	400—800

i. Untrained teachers to get only the starting pay in the scale till they get training qualifications.

ii. Teachers with additional qualifications should be given suitable additional increments in the same scale.

iii. The span of the time scale should not exceed twenty years.

iv. At least 15 % of posts should be reserved for selection grades for teachers who render efficient and long service.

v. The States will be free to have additional scales to suit their own requirements.

Heads of Institutions :

I to IV	... 250 - 500
V to VII or VIII	... 300 - 600
V to X or VIII to X	... 500 - 1000
Higher Secondary Schools : XI & XII	... 600 - 1200

University and College Teachers :

Lecturers, professors etc.	... 500–1000
Demonstrators, tutors	... 300– 600
University lecturers	... 500–1100
University teachers	... 800–1500
University professors	... 1300–1800

Principals and Vice-Principals of Affiliated Colleges :

Vice-Principal	... 500–1100
Principal	... 800–1500

i. Due consideration should be given to the size of the college while fixing the basic salary of the Vice-Principal and Principal.

ii Due consideration should also be givien to Junior and Senior Lecturers while fixing their basic salaries.

II. Old Age and other benefits to teachers at all Levels

Teachers should have such amenities as are granted to government servants regarding leave etc. Teachers should be granted railway concessions individually. There should be a triple benefit scheme as follows :

i a minimum of Rs 2000/- insurance. Government to meet 50% premium;

ii. contributory provident—10% by the teacher and 10% by the manager;

iii. 3/8 of the salary as pension entirely at government cost.

III. Conditions of Service

i. The age of retirement should be 65.

ii. Disputes between teachers and managements should go to a tribunal for decision. The tribunal shall have a representative of the teachers, a representative of the management, and a judicial authority not lower in rank than a magistrate. The tribunal should be an appellate body. No teacher should be discharged without being given full opportunity for defence.

iii. The probationary period of a teacher should never exceed two years and a professionally and academically qualified teacher who has served for two years should be treated as automatically confirmed.

iv. A teacher's provident fund account should be transferrable to other schools if he leaves the first school and should not be closed until he leaves the profession altogether or retires.

Termination of Service :

Some states have rules whereby a teacher's service can be terminated by giving some compensation and without assigning any reason. All such rules are unjust and unfair and every effort should be made to have them deleted from education or board regulations.

In a large number of private schools the position of the headmaster is very weak. He is merely an employee of the local body or the managing committee. He has no direct control over many affairs of the school. In most schools, except some mission schools, he is not a manager. He has to keep in good books of the management to maintain his own position. Even in the academic sphere he has hardly any

voice. The entire course of studies is laid down by other agencies and quite often even managements direct the academic programme of their schools.

The standard of education is going down because the head of the institution has little power to enforce authority and this is also one of the causes of student indiscipline. The Conference is definitely of the view that the headmaster must have the power to direct all academic and co-curricular activities of the school and to take such steps as are necessary to ensure the good and efficient running of the school. He should be the sole administrative and executive head responsible to the management for smooth and satisfactory working of the school, but shall be free from all interference of the management while discharging his duties. He should also be the secretary of the management. The management shall be only a consultative body, having control over finances. The management should give major consideration to the recommendations of the head in the cases of appointment, discharge and punishment to the teachers.

Pupil Teachers Ratios :

Primary and middle school	...	1 : 25
High and higher secondary school	...	1 : 30

Hours of Work :

Primary teachers :	not more than 24 clock hours a week.
Secondary teachers :	not more than 20 clock hours a week.
College teachers :	not more than 15 clock hours a week.

Working Days :

The working days of all institutions at all levels should not be less than 230 with a minimum of 200 days for instruction.

Private Tuitions :

Institutions should be encouraged to undertake the responsibility of conducting classes for retarded and gifted children beyond school hours, charging extra fees which should be paid to the teachers concerned, private tuitions should be institutionalised.

IV. National Integration through Education

In a developing and progressive country like India it is necessary to promote national integration through education and the conference suggested the following lines of action in this direction :

Pattern of Education :

This should be uniform throughout India and should extend over 15 years leading to the first degree. It should be divided into the following stages : 7+3+2+3. The first 7 years should be treated as the primary course, at the end of which there should be a public examination. The next 3 years should form the high school stage terminating in the high school certificate examination. This should be the terminus of the secondary school and should be followed by various types of courses, technical, vocational and commercial.

The third stage should be the higher secondary school which should end with the third public examination. The final stage should be the degree course of 3 years leading to the university examination.

Curriculum :

In order to promote national integration several activities should be planned and promoted such as tours of pupils to different States, exchange of teachers, inter State Social service camps, scout rallies and so on. Suitable literature should be produced to acquaint pupils with the life, customs and traditions of people in different States of India. Language books should include some of the best literary pieces in different languages.

Language Formula :

The Conference considered the three-language formula as the best under the circumstances. Under this scheme the three languages will be as follows : (i) the regional language, (ii) Hindi, the national language (Hindi speaking pupils to learn another regional language in place of Hindi), and (iii) English as the international language.

The Conference stressed the need for a common script, preferably, the Roman script. In case this was not possible on sentimental grounds, then Devnagri may be adopted.

The stages of introducing the three languages should be as follows :

Upto IV : only the regional language or the mother tongue;
V onwards : national language—Hindi;
VI onwards : international language—English.

Moral and Religious Education :

The Conference stressed the vital need for providing systematic teaching of morals in schools and colleges. At the primary stage this should be imparted through the biographies of founders of religion, prophets and saints. At the secondary stage beginning should be made towards an understanding of common principles of religions. The atmosphere and tone of schools and colleges should be conducive to indirect moral teaching.

V. Teacher Education :

The Conference felt that the time has arrived to frame a systematic course of professional preparation for teachers extending over three to four years. The short-term courses do not give adequate grounding to our teachers. Liberal stipends, loans, scholarships and other forms of financial assistance should be provided to students for taking up the three or four year course.

The conference also stressed the need for regular in-service training courses for trained teachers. It felt that such courses should be provided for teachers, at least every 7th year of service.

VI. Role of Teacher's Organizations

Teachers' organizations at different levels can play a very important part in the improvement of education. The organizations should not only look after the interests of teachers but should also come out and support well thought out programmes of education. The State governments should recognize such associations and should give them proper representation on State and national bodies and committees dealing with education.

The Conference called upon teachers' organizations to

undertake activties such as holding seminars, symposia, refresher courses and organizing research bureaus and study groups. It called for an extensive publication programme to keep teachers informed about educational developments and to place before them results of carefully conducted researches.

VII. Concluding Session

Mr. J. P. Naik, Secretary, National Education Commission, met the Conference for two hours on June 5. He discussed several problems of education very freely and the participants were able to get some insight into the difficulties involved in solving them. This session with Mr J P. Naik proved to be very fruitful.

The Conference came to close on the 5th evening The participants expressed their thanks to Mr. B. R. Desai for conducting the sessions so well and to Mr. E W. Franklin for organizing this seminar. It placed on record its sense of gratitude to Mr. Saifuddin, Principal S. P. College, Srinagar, for providing accommodation for the Conference and for his assistance and cooperation.

EDUCATION FOR EMOTIONAL AND NATIONAL INTEGRATION

By AUSTIN A. D'SOUZA, *Inspector of Anglo-Indian Schools, West Bengal*

"AMONG the major tasks before us", stated Sri Lal Bahadur Shastri in one of his first broadcasts to the nation after the mantle of the late Jawaharlal Nehru had fallen on his Shoulders, "none is of greater importance to our strength and stability than the task of building up the unity and solidarity of our people. One country has of then stood like rock in the face of a common danger, and there is a deep underlying unity while runs like a golden thread through all our seeming diversity.

But we cannot take our national unity and solidarity for granted, or offord to be complacent, for there have been occasions when unfortunate and disturbing divisions, some of them accompanied by violence, have appeared in our society."

It is not surprising that the Prime Minister should have deliberately chosen to focus the nation's attention on what is perhaps, both from a long and short term point of view, the need of the hour. One of the most disturbing features in post Independence India has been the growth of fissiparous tendencies, communalism, linguism, casteism, etc, of various kinds which have threatened, and are still threatening to destroy that deep awareness, in theory and still more in practice of the unity and solidarity of India which is essential if our newly-own freedom is to be preserved and strengthened and if the nation is to progress towards its proposed goal of a Welfare State founded on a socialistic pattern of economy and true equality of opportunity for all.

No one saw more clearly, and believed more passionately in the need to combat increasingly the centrifugal forces that are endangering the unity and solidarity of the country than our late beloved Prime Minister Jawaharlal Nehru. To this all important objective he devoted his life, and with this end

in view he summoned in 1961 a historic conference of politicians of all shades of political opinion and leaders from a variety of fields to explore ways and means of achieving what is undoubtedly the most pressing need of the day, emotional and national integration. This conference, interalia, brought specifically to the notice of the nation that education was the key to the solution of this vexed problem, for properly planned and oriented it could provide the greatest cohesive force in the country.

With a view to making concrete suggestions how education, especially at the school and college levels, can contribute most effectively to the promotion of emotional and national integration a small expert committee was appointed under Dr. Sampurnanand with the following terms of reference :

(i) To study the role of education in strengthening and promoting the process of emotional integration in national life, and to examine the operation of tendencies which come in the way of this development.

(ii) In the light of such study to advise on positive educational programmes for youth and general and students in schools and college, in particulars to strengthen in them the processes of emotional integration.

This Committee, after touring the country and sounding the opinion of leaders in all walks of life, issued at first an Interim Report, later a main Report in which it made far reaching and detailed suggestions for promoting emotional and national integration through a reorientation of the education imparted in the nation's schools and colleges.

The various long team and short team suggestions made in the Report of the Committee on Emotional Integration will be dealt within the course of the article. Before this is done however it is necessary to probe a little more deeply into the matrix in which the need for emotional integration was born, and from which any solution must be forthcoming; failing this any attempt to promote educational and national integration and unity in the country will take place in a vacuum, and will inevitably fail to achieve its objective.

History and tradition have made India a nation of diverse elements and mutually exclusive groups which have impeded its practical cohesion and emotional and social integration.

The overall culture-pattern of the country consists of diverse strands, and there still exists, even after centuries of striving, no deep rooted geographical religious, ethnic or linguistic unity. It is true, as Sri Shastri stated, that "a deep unlerlying unity runs like a golden thread through all our seeming diversity." Yet the diversity is a real and inescapable fact in a sub-Continent which has had a long and chequered history in which a variety of people, religions, and cultures have contributed to that unity-in-diversity which is the prominent feature of the India's unique character and culture pattern.

In such a setting it would be idle to dream of promoting ideal and emotional integration by attempting to iron out all differences of race, religion and culture in the country, either by persuasion or by force. Every group and sub-culture, major and minor, has contributed its mite or its abundance to the rich vitality and variety of life and culture in India, they must continue to feel, not only that they are free to coexist and to enter into creative and mutually beneficial relationships with all other groups and sub-cultures, but also to make as creative a contribution to the vitality and richness of indian life and culture in the future as they have made in the past. Minority cultures especially must not merely be tolerated; they must be respected and made to feel that they have a special and unique contribution to make to the unity in diversity of Indian life and culture. "The long history India seems to prove conclusively", states Prof. Humayun Kabir, "that on the one hand the diversities can never be fully suppressed, and, on the other, that India has prospered whenever those diversities have been recognised and accomodated in a large setting. Today, in a democratic setting, the recognition and regard for diversity is even more important and can supply the basis for India's greatest contribution to the world." Positively then, any attempt at education for emotional and national integration must recognise the composite structure of Indian life and culture, and the need to preserve and encourage equally the multiple and variegate strands that make up the rich mosaic of Indian life and culture.

Negatively all divisive and fissiparous tendencies such as Communalism, Casteism and linguism, and subversive ideologies such as Communism which undermine patriotism and national unity and soliderity should be resisted by every

possible means. Centrifugal forces of every shape and character must be counteracted and repressed, and centripetal ones encouraged.

Better, more comprehensive and functional educational in the widest sense of the term from birth to death is best and most enduring means of promoting emotional national integration in the country. Such integration is not merely an intellectual concept; it is rather a state of mind and of heart, and a way of life that can only be acquired if all the educative agencies and forces in the country, the home the school, and institutions of further education, the Press, the Cinema, the Radio and above all, the living force of the example of adult men and women all over India, and especially of those who are regarded as leaders in all spheres of national life, are harnessed to this supreme goal.

In the course of this article we shall touch on the important role of the home, of the mass media of communication, and of the example of our elders and betters in promoting education for emotional and national integration. But our main concern will be with the role which the school through a positive long term and short term programme of disseminating information and providing suitable activities and experiences, can and must play to promote the emotional and mental integration among their pupils.

The child's first and most lasting education is given in the home; it is in the family that he acquires his first strongest and most enduring impressions, convictions, attitudes and values. Hence on parents devolves the major rsesponsibility, while preserving their own beliefs and subcultures, to make their children realise the essential unity of Indian life and culture and the importance of not disparaging, or developing a superiority complex and a feeling of hostility towards the beliefs and customs of children and adults belonging to castes, creeds or communities differing from their own. It is the family that the young child must be nurtured to regard all Indians as his brothers, linked with him in a common heritage and common destiny, and to understand and respect views, social customs and habits languages and religious and cultural beliefs different from his own and those of his own community and social set. The child who in the home is taught by precept and example to

live in mutual regard and friendship with children of other castes, creeds and communities will have acquired the essential foundation on which his future education for emotional and national integration can be based.

It is on such a solid foundations that the good school should have to build. In case however the foundation does not exist, or has been undermined by bigotry and intolerance, the school will have to strive all the harder to make good the deficiency.

In its task of promoting emotional and national integration, the first objective of every school in India, (an objective that must be consciously planned for and consistently pursued) should be to educate all its students, irrespective of caste, creed or community to be good Indians first and good Bengalis or Punjabis, Hindus, Muslims, Parsis or Christians second. "The growing generations" says Prof. Kabir, "must be trained to be Indian who accept their total heritage." In order to be in a position to inculcate this pan-Indian outlook in their students, certain preconditions will have to be fulfilled in all schools and educational institutions.

For a start, admissions to schools, colleges and other educational institutions should not be made on a communal, religious, linguistic or caste basis, but on the basis of merit and means. Secondly, all schools should be encouraged, and, in the last resort, compelled to admit students of all castes, creeds and communities, and Government recognition should not be given to institutions of a communal character, or where divisive tendencies are encouraged. Thirdly. freeships and scholarships should be awarded only on the basis or means and merit, and domiciliary restrictions in regard to migration of students between one State and the other should be removed. Finally, every thing possible should be done to encourage children in every school to mingle freely together, and to explore and discuss amicably their different backgrounds and sub-cultures with a view to finding out those things which they have in common rather than the differences between them. This will enable them to understand and appreciate that the common factors that bind them are greater and more important than those which separate them, and that even though a person may, and indeed should, hold fast to his

beliefs and customs, loyalties and values, he can learn to appreciate and respect those of his friends and companions.

From the academic point of view, the main instrument for providing education for emotional and national integration in schools is what is broadly termed the Curriculum, the totality of subjects and experiences provided both inside and outside the classroom which are specially designed to promote the all-round development of the students, physical intellectual, emotional, mental and spiritual.

Language linked as it is with one's innermost thoughts and feelings, can be a grant unifier or a great divider. In a multilingual country like India, with fourteen major languages and hundreds of dialects, linguistic exclusiveness or fanticism is perhaps the chief obstacle to emotional and national integration. We cannot hope to understand, appreciate and love our fellow Indians, if we cannot communicate with them in their language or they cannot communicate with us, or worse still, if we regard our own mother tongue as the language of India, par excellance, and all others as inferior languages. The learning of more than one language is inescapable in India if we are to make contact with the minds and hearts of the minority of our countrymen, and an essential means towards the promotion of emotional and national integration. It is obviously impossible for the average child or adult to learn all the major languages in India. But it is necessary that all students should learn, besides their mother tongue, the regional language, (if this differs from the mother tongue), and the two important link languages—Hindi which is to be official lingus franca after 1965, and English which is to remain an associate official-language, and which still remains as it did in our struggle for freedom, the main bond of unity between educated people all over India, a key to western literature and Science are our chief window on the outside world. Hence the three Language Formula which has been accepted by all the States should be effectively implemented throughout India.

If this formula, however, is to become an educational reality, techniques will have to be devised by which the second and third languages in every State can be effectively taught and learnt with the minimum of time and effort. At present,

even, where these languages are being honestly taught, a disproportionate amount of time and energy is being devoted to the task; the school curriculum and time table are overloaded with languages and largely due to the inefficient methods being used, the results achieved are poor and totally incommensurate the time and effort expended by both teachers and students.

The Three Language Formula, effectively implemented, should form the core of a curriculum reoriented to promote emotional and national integration in students. Other subjects in the curriculum such as Geography, History, Social Studies or Civics, and Art, Music and Dance can also be effectively utilised to promote the above objective. Geography can make students aware of the unity of India as a human and geographical entity, and by stress on the striking post-Independence developments in the country, like the new Steel towns, industries and multipurpose projects which will give them a legitimate sense of pride in their country. The study of History can and should give students a deep understanding of historical unity of the community, despite stresses and strains, and an awareness and conviction that disunity and Balkanisation have been the principal enemies of India in the past, for these have been and continue to be, an invitation to foreigners to invade or to attempt to invade the country and place it under subjugation. To be effective instruments for the promotion of emotional and national integration History books used in schools should be purged of excessive pro or anti Hindu or Muslim or Christian or British bias. They should be written by teams of scholars with different bases and backgrounds and should stress the indespensible contribution made by different religious and cultural groups, indigenous and foreign, to the rich unity in diversity of Indian life and culture. Social Studies and Civics can do much to inculcate theory and practice of good Indian citizenship, and the rich heritage of India in the fine arts, music, dancing and drama and painting come forge unseen but enduring emotional bonds between pupils of different communities, castes and creeds.

Co-curricular activities can also be effectively utilised to promote unemotional and national integration. In this connection the following recommendations of the Emotional Integration Committee are of interest.

1. A common uniform should be introduced in all the schools in the country.

2. There should be a daily 10 minute talk in school Assembly, specifically designed to promote emotional and mental integration and the National Anthem should be sung daily.

3. Terminal gatherings should be held twice a year when students should take a pledge to devote themselves to the service of the country.

4. Open air dramas written to serve the same objectives should be encouraged.

5. Students exchanges and tours should be a regular feature of the school programme.

6. The Youth Hostel movement needs to be taken seriously. Youth Hostels should be set up by all States in select places.

Inter-State Camps and Youth Festivals of drama, dance and music, inter-State athletic and games competitions. Inter-State Social Service camps, the N. C. C. and A. C. C., the Boy Scouts and Girl Guide movements, the celebratian of National Festivals and birthdays of great men are other means of promoting emotional and national integration through extra-class activities.

The attitudes and values of the teacher and methods he uses will play an important, perhaps a decisive role in a programme of education for emotional and mental integration. Teachers should be pan-Indian in outlook and free from narrow sectarian or communal or linguistic bias. They should not only impart knowledge but inculcate behaviour and activity patterns, and encourage their pupils to think for themselves and not to be slaves to every passing wind of passion or prejudice.

Finally, the entire time and atmosphere of the school should be such as to foster emotional and social integration, between its pupils and its teachers and between parents and guardians. Integration, as we have mentioned earlier, is primarily a state of mind and heart and a way of life which is caught rather than taught, and learnt from living rather than from booksr A healthy community life, and a family atmosphere in which.

students and teachers participate irrespective of caste, creed or community, and to which each can make his unique contribution is the best education for emotional and national integration that any school can give.

The home and the school can achieve much in educating the growing child towards emotional and national integration. But their best efforts in this direction will be to undone or rendered nugatory if, as we stated at the beginning of this article, other important community agencies such as the Church or Temple or Mosque, the Press the Radio, and the thoughts, words and actions of adults, and especially of those adults who are looked up to for leadership by the young, (parents, teachers, politicians, authors, scientists etc.) are at varience with the patterns of behaviour, beliefs and values of the schools and the homes. All these agencies must not only be in rapport with, but actively cooperate with the home and school to promote emotional and national integration among the young people who it is their joint responsibility to educate to regard themselves as Indians in the fullest sense of the word. Then, and only then, will education for emotional and national integration be an effective and enduring reality.

I. THE LATE RT. HON. V. S. SRINIVASA SASTRI

by P. KODANDA RAO, *Bangalore.*

(Mr. P. KODANDA RAO was a colleague of Mr Sastri in the Servants of India Society and served as his Secretary in India, England, South Africa and East Africa and published his political biography which was selected by the Watumull Foundation of Honolulu, U. S. A. for a Watumull Memorial Prize for history which was awarded to him in New Delhi on February 24, 1965. Mr. Sastri's birthday falls on September 22).

THE late Rt. Hon. V. S. Srinivasa Sastri, P. C , C. H., LL. D , whose life was an inspiring romance, was a great educationist. He rose to great eminence in spite of being born in utter proverty. The range of his rise from poverty to eminence was dramatically related in London by Mr. Bilderbeck, who was Principal of the Government College, Kumbakonam, when young Sastri was his student. In 1921 Sastri was in London to attend the Imperial Conference and received the Freedom of the City of London and made his famous speech at the Guildhall Banquet.

The telephone rang in his room and the voice conveyed very cordial congratulations to him on his achievements. To his great and pleasant surprise, he discovered that the voice was that of Mr. Bilderbeck ; Sastri was deeply moved to meet his venerable Principal who later organised a party to honour his former pupil. At the reception Mr. Bilderbeck recounted that the dress regulations of the College in Kumbakonam required every student to wear a shirt or a coat or both. Sastri could afford neither. So he used to wrap himself in a cheap towel. On a rainy day he entered the class without even the towel. To the scowling Principal he explained that the only towel he had got drenched. Mr. Bilderbeck fined him eight annas. Whereupon Sastri pleaded that if he could not afford to buy a spare towel which cost only six annas, how was he to pay the fine of eight annas. Some hours later Mrs. Bilderbeck discovered Mr. Bilderbeck in his study praying on his knees to be forgiven for his callousness in fining poor Sastri. On her kindly advice, Bilderbeck remitted the fine. After recalling the touching incident, the Bilderbecks

expressed their unbounded joy that the erstwhile "shirtless Srinivasan" had since blossomed into the Rt. Hon Srinivasa Sastri, a member of the British Privy Council and a Freeman of the City of London, and had roused the Guildhall audience to raptures by his exalted sentiments and his superb eloquence in the English language. It was one of Sastri's happiest and most moving experiences, which he would reveal only to his most intimate friends.

Sastri had a brilliant career at school and college. He often stood first and carried away prizes. After he graduated in 1888 he became a teacher successively in the Municipal High School at Mayavaram and the College at Salem and the Pachaiappa's High School in Madras and finally, he became the Headmaster of the Hindu High School, Triplicane, Madras, which he developed into the Model High School in the whole Presidency. He started and edited for sometime the *Education Review*, Madras.

When the high school at Nagapatam, managed by non-official committee of Indians, wanted an efficient Headmaster to salvage it but had not the money to engage one, Sastri offered to serve as Headmaster of that school on a salary less than he was getting in Madras. He suggested also that indian managements of schools in the Madras Presidency should pool their resources, the richer helping the poorer.

When the Principalship of the Pitapuram Raja's College Kakinada fell vacant, R. Venkataratnam Naidu and Sastri applied for it. But Sastri refused to canvass for the job or compete with his rival for whom he had great respect. Unlike Venkataratnam Naidu, Sastri was opposed to religious instruction in educational institutions, and advocated the application of the Concience Clause in Christian Missionary Schools and Colleges.

In 1905 he attended the Indian National Congress, presided over by Gopal Krishna Gokhale, and joined the Servants of India Society in 1907 and helped Gokhale in his efforts to persuade the Government of India to take responsibility for compulsory primary education in India, and toured extensively in that connection.

He was a member of the Madras Legislative Council from 1913-1916. His main interest at the time was the spread of education in the province. He said that the

Government's policy should be not 'Efficiency' Vs. 'Expansion', but 'Efficiency *plus* Expansion.' Some education should be given to those who at the moment received none than that more should be given to those who were already receiving some education. He preferred schools to be conducted by private agencies which were less expensive and not less efficient. He pleaded that elementry school teachers should be paid enough by way of salaries to save them from the necessity of eking out some additional income by other work which adversely affected their work at school. He championed the cause of the low-paid employees of the Government, like teachers, and objected to the then prevailing system of fining them for inefficiency, etc. If a teacher got an income of about Rs. 70/- per year, it was a wrong method of improving him by cutting that income to the extent of twenty-five percent. In those days the reduction of one anna might mean the deprivation of one meal for the teacher and his dependants. He said "I am pleading for the poor school masters, men who do nothing but good to their surroundings, men who maintain the noble tradition of teaching, men who are known in the village as 'Vadhyars', a term of respect, which is replaced by 'Sir'."

He was a Member of the Indian Legislative Council from 1916 to 1921 and later of the Council of State under the Montagu Constitution. During this period, Sastri carried forward Gokhale's plea for free and compulsory primary education in India and financing of it by the Government of India. He would not accept the argument that a foreign government, like the British Government of the day, should not enforce compulsory education on Indians.

He opposed communal representation in universities and pleaded that if such representation were granted because of the then commitments, nobody should be compelled to vote on communal lines, and that some scope should be left for election on the common roll and for the elemination of the communal roll as early as possible. He pleaded that the different universities in India should pay special attention to promoting literature in the different languages of India such as Telugu, Tamil, Malayalam, Bengalee, etc.

He was Vice-Chancellor for two terms of the Annamalai University.

While he was in South Africa as the Agent of the Government of India he promoted the establishment by the local Indians of a high school for Indians, if only to prove, though such proof was not necessary, that Indians were keen on education and were prepared to foot the bill even if the Government did not live up to the full extent of its responsibility. That high school, called "Sastri College", struck the imagination of the White people in Natal, as perhaps no other single act of the local Indians did.

He was in favour of co-education of boys and girls in school and college. He favoured it so strongly that he declined the pressing and repeated invitations of the late D. K. Karve to accept the Vice-Chancellorship of the Indian Women's University, though he had great personal respect, regard and veneration for Maharshi Karve.

Throughout his life, education was nearest to the heart of Sastri, and he took every opportunity to promote it, whether in India or elsewhere.

STUDENT VIEWPOINT

I. SOME IMPROVEMENTS IN EXAMINATIONS

by RAJAN SANGHI, *St. Xavier's High School, Jaipur*

INSTEAD of having examinations at the end of the year, why not have them fortnightly ? Give a test at the end of every fortnight. If there has been no class throughout the entire fortnight, still give a test. Test the intelligence of the students. At the end of the year, see the marks sheet. See the number of times a student gets credit and rank him accordingly. If a student is sick and misses a test, then he takes the test sometime later—but it has to be taken ! If circumstances are very dire, and missing the test is inevitable then the student my be excused. One should not miss the test more than 2-3 times in a year. A test is equivalent to a half yearly examination.

If the number of students is small, say less than twenty, then different tests' should be set for each boy so as to prevent any copying of one another. If the number of students is large, then make 7 or 8 sets of papers and pass them to the students. This way chances of cheating are few.

Give an examination with really examines a student. The idea of examination is to test the knowledge of a boy, his intelligence, and his ability to express himself. If you give an examination paper containing only text questions, then the weakest boy, too, can answer the questions easily. All he has to do is memorise the text. So part of the question paper should consist of text questions and part requiring some thinking. The latter type questions test the intelligence of student and these are the ones by which a student should mostly be graded. Refrain as much you can from giving choice. It is a natural tendency of students to answer the easiest question. If you do give a choice, see that both its parts are equally simple or difficult. In essay questions, if the students know there are many choices in the question, they tend to memorise some essays. Many times they get the essay topic they want. Therefore, give as little choice as you can.

II. CAN MORE HOMEWORK BE ASSIGNED AND CORRECTED ?

by JAIDEEP MATHUR, *St.Xavier's High School, Jaipur.*

WHAT TO do about mistakes that occur frequently but should never be present in the student's work. ? The teacher for one can't in definitely go on pointing out the same mistake repeatedly. This indeed has become the cover to which many teachers jump for protection when they say they are not able to give homework. This may be a reasonable excuse but what about a remedy ? The remedy is—why not let the students check some of the minor faults in each other's copies ? Though the student may never be incited to learn the rules himself, he takes trouble to learn them when he feels important and responsible for correcting others,

The method in checking each other's copy is to form groups, preferably of threes or fours. The copies are passed around and the common mistakes are pointed out. When the copy has been checked by three it is returned to the owner who either admits them or challenges their validity. A twofold use of this method is that the student is able to borrow ideas and their good points from them. After the copy has been returned, the student should do his assignment again correcting the errors with which he concurs and challenging the rest. It now depends on the teacher to skim over in the hope of not having to correct many mistakes but simply point out larger, hidden mistakes. Certainly there is a lot of work but this method makes it easier for the teacher and profitable for the student.

The formation of the groups is a primary question. My idea is that the groups be temporary, changing from week to in a haphazard way. Each group should remain the same till it corrects two or three assignments.

For convenience and efficiency the student may agree to correct the copy with signs of which the meaning is known to all. It will be easier to note the mistakes that have been repeated. The professor may assign the mistakes of a

particular type to be pointed out during a week. Thus he will be able to point out and make the students understand many mistakes without having to go deeply into them many times.

The advantages are numerous. The teacher will be able to give and correct home assignments frequently. The students will benefit by picking up good points from their companions. So how about it ?

NOTES AND NEWS

FALL IN QUALITY OF EDUCATION : COMMISSION BLAMES GROWTH OF TOO MANY SCHOOLS

The major malady of the nation's educational system today is the growth of substandard institutions following the rapid and uncontrolled expansion of schools and colleges in the last five to ten years.

This was conspicuous at all centres visited by the Education Commission, headed by Dr. D. S. Kothari, Chairman of the University Grants Commission. The Commission, which was appointed last year to advise the Government on the national pattern of education at all levels, has so far visited 12 States, including Nagaland. Under the Commission are now working 12 task forces and eight working groups, in which more than 200 educationists of the country are associated, examining all aspects of education.

GOVERNMENT ACCEPTS ILO REPORT ON TEACHERS

The Government has agreed to the draft recommendation concerning the status of teachers throughout the world prepared jointly by the International Labour Organisation and the UNESCO.

A report published jointly by the ILO and UNESCO has emphasised that improvement of the professional, social and economic status of the teaching profession is essention if the worldwide shortage of qualified teachers is to be overcome. The report forms an introduction to a draft recommendation concerning the status of teachers, as drawn up by the two organisations. The draft recommendation has been submitted to various Governments for information and observations and will be placed before a meeting of experts to be held in Geneva in January 1966 under the joint auspices of the ILO and UNESCO.

According to the introductory report, the demand for more and better education is evident in both industrialised and developing countries and has served to high-light the key role of teachers in all educational development—Wherever the vital role of education is recognised, the importance and standing of those who mould the personality and character of the child and the adolescent must also be recognised, it asserts.

Teachers play a role which goes beyond the direct effect of their teaching upon their pupils through their work and example and their share in voluntary activities of many kinds they have an important influence on the total life of the community.

Referring to the question of social status, the report draws attention to the special characteristics required in teaching, in addition to professional knowledge and skills. It is marked by dedication to the welfare of others, a willingness to accept responsibility for the results of work with an accompanying authority to exercise independent judgement in prescribing procedures in the interest of those served by the profession.

If teaching is to be given the social status accorded to other professions, the report adds, "It follows logically that conditions appropriate to preparation for profession practice, and the exercise of professional responsibility will have to be established. It also follows that teachers will not come forward in sufficient numbers to staff the schools in terms of high requirements unless social, economic and working conditions are made compatible with professional status."

Special attention to the problem of teachers shortage is given in the draft recommendation, even though it is considered that adoption of the recommendation would remove its underlying cause. The report concedes that even if every recommendation were fully implemented immediately, some years would have to pass before the full effect is realised. The report recognises that in most countries, for a number of years to come, it will be necessary to employ teachers who cannot be considered teachers in the professional sense.

GOLDEN JUBILEE OF MADRAS WOMEN'S CHRISTIAN COLLEGE

July 7 marked an important day in women's education for it was on that day, exactly 50 years ago, that the Women's Christian College started functioning in the city of Madras. The golden jubilee celebrations will be spread over a year.

Located in sylvan surroundings, far from the bustle of the city, the College started with 41 students. After the first year of its existence, when it was located in a building on Poonamallee High Road, the College moved into its present site in Nungambakkam. The nucleus of the present buildings, Doveton House, was built in 1780. It was here that the 29th session of the Indian National congress was held.

The College had the good fortune to have as its first principal, Miss E. McDougall, under whose inspiring guidance it grew to be an institution much sought after. Parents hold the college in high esteem.

The secret of W. C. C.'s success lies in the fact that there are 68 staff members to teach around 450 students, which enables the teachers to pay individual attention to their pupils. In the hostel also there is close contact between the students and staff. The students are put on their honour and this accounts for the perfect discipline.

CHAGLA OUTLINES NO CHANGE IN 'BASIC EDUCATION' POLICY

While replying to the Lok Sabha debate recently Mr. Chagla said that there was no intention to revise the education policy at the elementary stage throughout the country. The Minister further stated that the existing basic schools were to be strengthened and developed fully to become effective Basic Schools of high standard. The remaining elementary Schools were to be enabled to progress towards the same goal by introducing of suitable activities, the particular crafts to be adopted in each school being selected to suit local environment and having ample

educational potentiality. Under this policy Mr. Chagla added, there was room for technology-based crafts as well as for agriculture-based crafts.

At the meeting of the Informal Consultative Committee of members of Parliament, Mr. Chagla said, that the Government was planning to fix a minimum salary of Rs. 100 for teachers. Conceding that this might not be enough, the minister pointed out that the resources available had to be taken into account.

The meeting had a detailed discussion on the problem of student indiscipline. A note circulated to members pointed out that student indiscipline had adverse effects on the standards of Uiversity education and also serious repercussions. During the discussion references were made to the recommendations made by the Chief Ministers Conference last year but members expressed divergent views on the recommendations. The conference had suggested firm action to curb strikes grant of enhanced powers to Vice-Chancellors to deal with indiscipline, ban on holding of political meeting in campus, no talks with student bodies during strike and curbs on political interference in educational affairs. Members pointed out that better facilities for students both at home and in campus, closer contact between teachers and students and better service conditions for teachers would help in creating a more harmonious atmosphere in educational institutions.

The Education Minister is understood to have said the Consultative Committee of Parliament for education that the Government did not propose to open any more rural institutes in the Fourth Plan period but would instead strengthen and consolidate the existing 14 institutes.

MOST EDUCATED STATE

West Bengal, being the fifth among the populous States in India, tops in higher education with Kerala claiming the second position.

About 1,58,440 students were enrolled in seven universities and 165 colleges of this State in 1963-64 as against 38,140 students in one university and 46 colleges in 1947-48.

In Kerala 3·9 students per thousand of population were enrolled in universities and colleges as against 4 9 a thousand in West Bengal in 1963-64. The number of secondary students in 4,984 schools was 12,09,000 in 1963-64, as against 5,22,000 in 1,903 schools.

In the spread of women's education, West Bengal has set up a record. There were only 65,000 girl students in 1947-48 but the figure now is 3,32,000.

Of the 2,502 high schools, 1,296 have been upgraded to higher secondary at the end of the financial year 1963-64, the percentage being 50.

Among the 22,385 high schools in India. 5,315 have so far been upgraded in 1963-64, the percentage being 24.

TRAINED TEACHERS REMAIN JOBLESS

The Vocational Guidance officer of the Delhi Directorate of Employment Training and Technical Education is giving advice to arts students seeking jobs in Delhi that they should choose any career but teaching.

The Directorate compiled statistical data which show trained teachers as the largest single unemployed group. The Director remarked "hundreds of them have registered their names with employment exchanges for years. But there is no chance of their being in Delhi"; other states are badly in need of trained teachers to the extent of some lakhs, but not Delhi. People being accustomed to the metropolitan life and its facilities are unwilling to go to other areas for jobs. This urban complex to stick up to cities and the growing exodus of people from other areas to cities result in an appalling inbalance in the proportion of employment opportunities and job seekers.

The largest number of unemployed are those who have graduated in arts and languages but have secured less then 45% marks. The lucky few who secured jobs within a few days were mostly post-graduate science and women teachers, who had degree in Science, Mathematics, Commerce of Domestic Science. Those who had opted for subjects like

English, Chemistry, Physics, Biology, History, Economics, Political Science and Hindi had an edge over other job-seekers. These are categorized as "useful school subjects."

Unemployment was most acute among applicants who had opted for humanities. There was no unemployment among trained women science teachers barring those who had not taken a combination of Physics and Chemistry.

More than 86% of the unemployed teachers were solely dependent on their families, the rest earning their living through private tuitions. There seems to be great demand for private teachers who can teach Science and Mathematics to Higher Secondary students. The report of the Directorates gives three reasons for the growth of unemployment. The Delhi Directorate of Education has laid down that no trained graduate teacher with less than 45% marks at the B. A. Examination will be considered eligible for appointment in any of the middle or higher secondary schools (aided, government or corporation). The civil authorities are even reluctant to employ them in the primary schools. It is obviously because an M A. or B.A. will not stick to such jobs for a long time.

The pay scales is Delhi are attractive. Daily a large number of people from Punjab, Rajasthan and Uttar Pradesh are pouring into Delhi which is mainly responsible for the gravity of the problem.

REVIEWS

THE GEOGRAPHY TEACHER : *The Society for the Promotion of Education in India. PP 34, June 1965. Annual Subscription Rs. 5.*

This is the first number of the new Journal. It is intended to be of practical assistance to teachers of geography by supplying to them hints and suggestions on the teaching of this subject and to provide them suitable up to date facts and statistical data for its effective teaching. The first few issues of the Journal will contain articles on the economic geography of India in general. This will be followed by accounts of regional and economic geography of other continents.

The present issue contains good articles on the teaching of economic geography, the use of sketch map drawing and the teaching of geography from travel books. The two outstanding articles concern irrigation in the Madras Sate and Indian industries. The former is illustrated with good photographs of the various major irrigation projects in the State.

REPLY TO THE QUESTIONNAIRE OF THE EDUCATION COMMISSION *The State Teachers Union, Andhra Pradesh, 1965.*

The Union is to be congratulated upon the production of an excellent document which deals at length with the main questionnaire of the Education Commission and in particular with the one dealing with the Teacher Education and the Teacher Status. The Union has stressed that the entire policies and programmes of the country should be fashioned in such a manner that they serve to raise the economic conditions of the people. It therefore rightly emphasises the important function of technical and vocational education. It recommends that the multipurpose scheme should be done away with since it has failed in its purpose. It recommends the establishment of institutions where student can go after the completion of their general studies of 8 years of elementary school. It strongly advocates integration of planning with productivity so that our education might fall into the general pattern of our industries.

The part of the replies concerning teacher status are thoughtful and are bound to give a lead to the thinking of the Commission on the vital matters which pertain to the economic and social status of teachers.

HINDU-MUSLIM UNITY. *Edited by Anand T. Hingorani, Bharatiya Vidya Bhavan, Bombay PP 153, 1965 Rs. 1 : 50 P.*

This is a book in the 'Pocket Gandhi Series' which contains extracts of Gandhi's articles on Hindu-Muslim Univer which appeared in 'Young India' and 'Harijan'. There are 86 such extracts and they range over many aspects of this problem. Throughout the fundamental theme is one of tolerance and respect for one anothers religion. India is looked upon as the habitation of all communities which live in it. Gandhi strongly sets aside the claim that it belongs only to the Hindus.

His observations on communal unity are of current interest in our times in view of our effort to achieve national solidarity and integration. The Editor has done excellent piece of work in collecting really topital extracts from Gandhi's writings in regard to Hindu-muslim Unity.

KURAL. *by* C. RAJAGOPALACHARI *Bharatiya Vidya Bhavan, Bombay PP 200, 1965 Rs. 2 : 50p.*

Rajagopalachari has made a great contribution in translating Kural from Tamil into English. This book contains the original Tamil version along with its English translation. This is a treatise on the art of living. It is the oldest extant insight into human psychology. They have a great relevance to our present times.

The first book consists of 38 chapters and deals with the duties of a man as a householder. The second book which consists of 70 chapters deals with policy and worldly affairs including statecraft. It is full of interest for the Historian and the scholar. The teachings set out in the second book are the real foundation of a moral state and good government.

A book such as this can provide a good basis for real moral teaching in schools and colleges.

OUR CONTRIBUTORS

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